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UP IN ARMS

New Jersey teacher educators are expressing "outrage" over a report by the state education department publicizing the failure rate of each institution's students on the new certification test, and the chancellor for higher education has promised an investigation.

See Page 5.

AT LOGGERHEADS

A special committee charged with devising an evaluation system for the Alabama's career-ladder program for teachers, which has been in trouble from its inception, is sharply divided over methods and criteria to be used to measure classroom effectiveness.

See Page 9.

READY FOR BATTLE

A federal-court ruling that Yonkers schools are illegally segregated seems likely to touch off a major battle between city and school officials, civil-rights groups, and the U.S. Justice Department over the proper scope of the remedy for the problem.

See Page 6.

EDUCATION WEEK

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Nation's School Chiefs Complete Plans To Gauge States, Students

By J. R. Sirkin

LAKE BUENA VISTA, FLA.—The nation's chief state school officers last week completed a break with tradition, voting overwhelmingly here to conduct rigorous cross-state assessments of their policies and their students' educational progress.

The chiefs agreed to report their findings annually, beginning in 1987.

The Council of Chief State School Officers also unanimously approved a resolution opposing a proposal by U.S. Secretary of Education William J. Bennett to establish a voucher system for Chapter 1 funds, and they adopted a sweeping set of recommendations to upgrade the international dimensions of school curricula. They also agreed to focus their attention next year on how to implement reforms and the relationship between education and the economy.

Following Through

In accepting a plan for making cross-state assessments—including an initial set of indicators on which to base comparisons—the council followed through on a commitment it made last November to take the lead in documenting the health of the nation's public schools. (*See Education Week, Nov. 21, 1984.*) The council represents education chiefs in each of the 50 states, the District of Columbia, and the six extra-territorial districts.

Although many of the chiefs who voted for the assessment plan said it was sufficiently flexible to permit changes, their vote all but commits them to develop common definitions of such widely varying state indices as dropout rates and attendance rates, and to administer common test items that would enable cross-state comparisons of student achievement, which some chiefs fear could lead to a national curriculum.

In some cases, the chiefs may hold states to minimum standards on various indices. The C.C.S.S.O. will also develop a classification system to enable comparisons of districts in one state with similar districts in other states, but decisions to do this would

Continued on Page 14

Above, Stephen S. Kagan (Vt.) headed the assessment project. A. Craig Phillips (N.C.) headed the international project. Right, Gordon Ambach (N.Y.) chaired the council.

Flexibility Stressed In New Rules for Bilingual Classes

School Officials Are Invited To Modify 'Lau' Programs

By James Hertling

WASHINGTON—Secretary of Education William J. Bennett last week proposed new bilingual-education regulations that enable school districts to decrease the amount of native-language instruction in their federally funded programs.

Mr. Bennett also announced that the Education Department will invite more than 400 school districts to renegotiate longstanding agreements governing their curricula for limited-English-proficient (LEP) students. (*See text on page 16.*)

The actions follow by two months a policy speech in which Mr. Bennett sharply criticized the federal bilingual-education program for overemphasizing LEP students' native language at the expense of teaching English.

The Democratic chairman of the House

Continued on Page 16

Rights Coverage Is Not Institutionwide Under Chapter 2, Federal Panel Rules

By William Snider

WASHINGTON—An internal legal panel in the Education Department has made a little-publicized decision that could narrow to one the number of precollegiate federal programs that trigger civil-rights enforcement on an institutionwide basis.

As a result of the panel's ruling—that a South Carolina school district receiving Chapter 2 funds need not abandon single-sex gym classes—the Education Department is reviewing a policy its office for civil rights promulgated following the U.S. Supreme Court's 1984 decision in *Grove City College* v. *Bell*, which narrowed the reach of Title IX and other similarly worded rights laws to only those "programs or activities" of an educational institution that directly receive federal funding.

The policy, distributed in a July 1984 memorandum to the regional O.C.R. offices by Harry M. Singleton, assistant secretary for civil rights, said that in light of the Court's recent decision the Education Department would view only two federal programs—Chapter 2 block grants and impact

Continued on Page 12

E.P.A. Auditors Cite 'Lax Procedures' in Asbestos Removal

By Tom Mirga

WASHINGTON—Auditors in the Environmental Protection Agency have uncovered "a pattern of lax inspection and enforcement procedures" in the agency's program to encourage the removal of asbestos from schools, the chairman of a House Commerce subcommittee has charged.

According to Representative James J. Florio, Democrat of New Jersey and chairman of the House Subcommittee on Transportation and Tourism, the reports by inspectors general in three of E.P.A.'s regional offices represent "a devastating indictment" of the six-year-old "Asbestos in Schools" program. Representative Florio released copies of the reports here on Nov. 16.

David Ryan, a spokesman for the federal agency, disputed Representative Florio's charges last week, saying that they "were diverting attention from the real progress made by the E.P.A."

"Although some problems are inevitable,

Continued on Page 13

In New York: Bold Plan Ties State Aid to Improved Teaching

By Susan Hooper

In an unusual and controversial move, the New York State Board of Regents has approved a budget proposal that would require school districts to use 1986-87 increases in operating aid solely for the purposes of raising teacher salaries and hiring additional teachers.

The proposal is the first of its kind for the powerful New York board. States traditionally shy away from earmarking operating aid for specific purposes, leaving allocation decisions up to local boards of education, according to education-policy analysts.

Because it raises questions of state authority versus local control, the proposal immediately sparked controversy. It has won the support of the New York State United Teachers, the state's largest teachers' union, but it has been roundly criticized by the organizations representing the state's local school boards.

And spokesmen for the legislature's Assembly and Senate education committees say that, while they applaud the regents' emphasis on compensation for teachers, they expect many legislators to oppose the spending directive.

In addition, a spokesman for the Assembly education committee said, the regents' proposal may in fact be "too vague" because it does not specify how the money to be spent on teacher salaries should be allocated by each district.

But while there is considerable disagreement about specifics, officials on all sides of the debate—including Gordon M. Ambach, the state education commissioner—agree that the need to attract, retain, and reward teachers has assumed critical importance in the state's two-year old education-reform program.

"We give the regents high marks for facing up to the worst crisis we've ever had," said Stephen K. Allinger, director of the Assembly's education committee. "All of our reform efforts will go down the drain if we can't find and keep the teachers."

The Regents' Proposal

The regents' plan, passed unanimously at their Nov. 14 meeting, calls for a $879-

Continued on Page 14

IN SUMMARY

Encouraging Academic Reform
The College Board has released six curriculum guides for high-school teachers, designed to help them play active roles in reform and improve their students' academic preparation. **Story on Page 8.**

A Global Core Curriculum
The executive director of the Association for Supervision and Curriculum Development has urged educators from 12 nations to ensure worldwide cooperation through education. **Story on Page 8.**

Separating Drugs from Sports
Citing health and safety reasons, a Louisiana school board has voted to require high-school athletes to submit to drug testing before they can participate in sports. **Story on Page 9.**

Concerns About Bus Safety
Denver school officials had to reschedule classes and eliminate bus service for some students after grounding a third of the district's bus fleet for serious mechanical repairs. **Story on Page 10.**

Senators Say No to Nominee
Edward A. Curran, President Reagan's nominee to replace William J. Bennett as chairman of the National Endowment for the Humanities, has been rejected by a Senate committee. **Story on Page 11.**

A Compromise and a Half
House and Senate conferees have cut in half the budget for the federal mathematics and science program, which the House had voted not to fund at all. **Story on Page 11.**

Illiteracy Begins at Home
To halt illiteracy at its source, two members of the Congress have introduced a bill establishing programs to teach reading to illiterate parents of disadvantaged children. **Story on Page 12.**

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THE WEEK

FEDERAL

Committee Clears Higher-Education Act Extension

A five-year extension of the Higher Education Act, which authorizes federal aid to postsecondary students and institutions, cleared the House Education and Labor Committee by a vote of 28 to 2 this month. It is expected to be considered next month by the full House.

The law expired this past September but was automatically renewed for one year.

The committee's package authorizes $10.8 billion in fiscal 1987, the current appropriation of about $9.3 billion is the largest single component of the Education Department's $18.7-billion budget.

The bill, HR 3700, would increase grant funds to poor students, establish a means test and tighter eligibility requirements for student loans, and provide incentives for students to enter the teaching profession.

The appropriation for grants to low-income students, known as Pell Grants, would increase from $3.9 billion to $4.5 billion. The maximum grant would rise next year to $2,300 or 60 percent of the student's college cost, whichever is less. The current maximum is $2,100 or 60 percent.

The bill, however, would cut funds for student loans and would attempt to limit eligibility by imposing a means test on all students and tightening the definition of an "independent" student.

The bill would also require high-school dropouts or those who fail to pass the General Educational Development (G.E.D.) examination to pass a test to show that they could benefit from federal aid. Currently, institutions make that determination.

The bill also provides about $132 million for colleges to train and recruit teachers, and it permits students who become teachers to defer loan repayments for up to five years after graduation.

Meanwhile, the Senate education subcommittee is completing its version of a reauthorization bill, which will be reported to the full Labor and Human Resources Committee.

STATES

Oregon Board Gives Tentative Approval To Basic-Skills Tests

By a unanimous vote, the Oregon Board of Education has taken the first step toward requiring school districts to administer basic-skills tests to 3rd-, 5th-, and 8th-grade students and establishing an exit test for high-school students.

The proposal, which must be approved in two subsequent meetings to become binding, calls for students to be tested in reading, writing, mathematics, and reasoning at the 3rd- and 5th-grade levels beginning in the spring of 1987, according to a Jan Ryan Coulton, assistant superintendent for communications and government relations. The state would begin testing the basic skills of all 8th graders in 1988.

The high-school exit test would be offered up to four times to 10th- and 11th-grade students, beginning in the fall of 1987.

Oregon currently does not require any skills assessments.

The board will seek some $700,000 to fund the program, according to Ms. Coulton, when the legislature convenes early in 1987. In the last session, lawmakers voted down funding for an 8th-grade basic-skills test. The Oregon Education Association and large school districts opposed it.

State Colleges In California Raise Requirements

The Board of Trustees of the California State University this month voted, without dissent, to further strengthen academic requirements for entering freshmen.

Until last year, C.S.U. selected first-time freshmen on the basis of high-school grade-point average and an aptitude-test score but did not prescribe specific high-school subjects. Last fall, the system began requiring four years of English and two years of mathematics for admission.

The new requirements, effective in 1988, add a third year of math, two years of a foreign language, one year each of laboratory science, the arts, and U.S. history and government, and three years of academic electives.

The stricter standards will bring entrance requirements for the 19-campus C.S.U. system into near-alignment with those of the University of California. U.C. admits only students placing in the top third of high-school graduating classes; C.S.U. limits enrollment to students in the top 12 percent.

The new requirements, which have been criticized as a barrier to Hispanic and black pupils, were motivated in part by the system's high dropout rate, according to a board spokesman. Only about 25 percent of all entering students—and 12 percent of minority students—earn bachelor's degrees from the university within five years.

Citizens' Group Says State Reforms Are 'Minimal'

A Chicago citizens' group has charged that the school-reform package enacted by the Illinois legislature this past summer is "minimal" and will not serve adequately those students who need help.

In its report, the Chicago Panel on Public School Finance, a coalition of 17 civic organizations, criticized the legislature for failing to embrace reforms adopted in other states, such as a longer school day, an extended school year, smaller classes, and higher minimum salaries for teachers. It also charged that reforms were underfunded.

The panel, which earlier this year charged that Chicago students with a high probability of dropping out were concentrated in inner-city schools, belittled the state's $38-million remedial-reading program for elementary students, saying that an effective remedial-education program would cost between $137 million and $281 million.

It also charged that only 12 percent of children from households living in poverty would benefit from the $12-million preschool program. And it criticized lawmakers for adopting a $15-million summer-school program rather than more costly changes in the school calendar.

The panel, however, praised a measure requiring the Chicago school board to hold annual budget hearings in each school, giving parents and citizens a chance to shape spending decisions.

Maryland Agrees To Cover Victims Of Insurance Crisis

Gov. Harry Hughes of Maryland has announced a "marketing assistance program" to help municipalities, other public bodies, and day-care centers obtain liability-insurance coverage.

Day-care centers, school districts, and other public agencies across the nation have faced steep rate increases for liability insurance and widespread policy cancellations in recent months. (*See Education Week, Sept. 11 and Oct. 23, 1985.*)

According to Thomas P. Barbera, deputy insurance commissioner, the timing of the program was hastened by the business failure of a major insurer of in-home day-care facilities. Mission Insurance Company, which has been declared insolvent and has been barred from issuing new policies in the state, will be sending notices of nonrenewal to 240 day-care providers in Maryland beginning in January, Mr. Barbera said.

Under the state's voluntary program, organizations or agencies that cannot obtain insurance may apply to a committee of 50 insurance agents and brokers. If the panel cannot find a company willing to insure the applicant, a second committee of

E.P.A.'s Asbestos Program Rapped

Continued From Page 1

the program to control asbestos in schools is working well." Mr. Ryan said. "The substantive findings raised in the report have already been addressed."

Asbestos Regulation

In 1982, the E.P.A. published regulations requiring public- and private-school officials to inspect their buildings for friable, or easily crumbling, asbestos, which has been linked to certain cancers and respiratory diseases. If the substance is found, school officials need only to notify parents and employees of its presence.

Among the auditors' major findings were that E.P.A. officials had failed to distribute a key guidance document that describes both the technique to be used for sampling for asbestos, as required by the 1982 regulation, and the preferred method for analyzing such samples. The document, commonly referred to as "the black book," was issued in 1980 and replaced in 1983 by a document known as "the blue book."

According to the auditors, many school officials and even some regional E.P.A. officials were never made aware of the sampling technique because the document was not widely distributed.

"Incorrect sampling could result in incorrect decisions. . . . [which] would lead either to costly, time-consuming, and unnecessary corrective action or no action for potentially hazardous situations," one auditor noted in his report.

Another concluded that, because they were uninformed about the method, the E.P.A.'s own inspectors had used improper sampling techniques in more than 2,600 private schools in Illinois, Minnesota, and Wisconsin.

Other Findings

In addition, an auditor faulted E.P.A. officials in one region for not attempting to identify the school districts likely to be in noncompliance with the asbestos rule and choosing instead to select sites randomly for compliance investigations.

The auditor also concluded that, "based on past performance, it will take E.P.A. inspectors approximately 36 years to inspect the remaining districts in the region."

Another auditor noted excessive delays in notifying school districts that they had been found to be in noncompliance. The auditor found that it took the E.P.A. up to 226 days to notify some districts of violations of the regulations.

"I am greatly concerned about

NEW JERSEY NEWSPHOTOS

A worker removes asbestos from a New Jersey school.

E.P.A.'s policy regarding the critical issue of asbestos in our nation's schools," said Representative Florio in a Nov. 14 letter to Lee M. Thomas, the agency's administrator. "I unfortunately see no alternative but to call for forceful Congressional action to help protect our nation's schoolchildren and ensure the safety of all school employees."

The auditors' reports covered compliance with the asbestos regulations in the following states: Connecticut, Delaware, the District of Columbia, Illinois, Indiana, Maine, Maryland, Massachusetts, Michigan, Minnesota, New Hampshire, Ohio, Pennsylvania, Rhode Island, Vermont, Virginia, West Virginia, and Wisconsin.

Colleges and Universities Offering Remedial Courses, 1983-84

Institutional Characteristic	Number with freshmen	Institutions: Percent offering one or more remedial courses				Average number of courses offered		
		Reading, writing, or math	Reading	Writing	Math	Reading	Writing	Math
All institutions	2,785	82	66	73	71	1.9	1.8	2.0
Control								
Public	1,419	94	87	89	88	2.2	2.1	2.5
Private	1,366	70	44	56	53	1.3	1.3	1.3
Type of institution								
2-year	1,295	88	80	78	82	2.2	2.2	2.5
4-year	1,490	78	53	69	61	1.6	1.4	1.5
Admission Criteria								
Open	1,258	91	87	83	85	2.2	2.1	2.5
Liberal	714	72	54	61	54	1.6	1.5	1.5
Traditional	354	80	52	75	55	1.4	1.3	1.4
Selective	459	68	37	62	46	1.5	1.5	1.6

College and University Students Enrolled in Remedial Courses, 1983-84

Institutional Characteristic	Number of freshmen (in millions)	Percent of Students: Freshmen	Remedial reading students	Remedial writing students	Remedial math students	Percent of total freshmen remedial course hours*
All institutions	4.6	100	100	100	100	5.3
Control						
Public	3.7	85	92	91	91	5.8
Private	.7	15	8	9	9	2.8
Type of institution						
2-year	3.0	63	73	70	71	6.1
4-year	1.6	37	27	30	29	4.2
Admission Criteria						
Open	3.1	65	77	74	78	6.6
Liberal	.7	16	13	13	12	4.2
Traditional	.4	9	5	6	5	2.8
Selective	.5	10	4	7	6	3.0

Source: National Center for Education Statistics

* Estimates based on sum of reported total number of hours taken in remedial reading, writing, and math as a percent of the total number of first-year full-time-equivalent (FTE) students multiplied by 30 hours (assumed FTE hours).

Note—Details may not add to totals because of rounding.

Five Texas universities give remedial students full college credit for courses that teach them to perform at the junior-high-school level, the **Dallas Morning News** *reported this month. Below are 1983-84 data from the National Center for Education Statistics on remedial courses in higher education.*

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